

COMMITTEE ON LEGISLATIVE RESEARCH  
OVERSIGHT DIVISION

**FISCAL NOTE**

L.R. No.: 6560S.11P  
 Bill No.: Perfected SS No. 2 for SCS for SB 1586  
 Subject: Department of Natural Resources; Waste - Solid  
 Type: Original  
 Date: April 15, 2026

Bill Summary: This proposal modifies provisions relating to solid waste management.

**FISCAL SUMMARY**

**ESTIMATED NET EFFECT ON GENERAL REVENUE FUND**

FUND AFFECTED	FY 2027	FY 2028	FY 2029
General Revenue	(\$266,754)	(\$291,041)	(\$296,862)
<b>Total Estimated Net Effect on General Revenue</b>	<b>(\$266,754)</b>	<b>(\$291,041)</b>	<b>(\$296,862)</b>

**ESTIMATED NET EFFECT ON OTHER STATE FUNDS**

FUND AFFECTED	FY 2027	FY 2028	FY 2029
Solid Waste Management Fund (1570)*	\$1,705,411	\$1,705,411	\$1,705,411
<b>Total Estimated Net Effect on <u>Other</u> State Funds</b>	<b>\$1,705,411</b>	<b>\$1,705,411</b>	<b>\$1,705,411</b>

\***Oversight** assumes that the net effect is from the increase of tipping fees along with an increase in funds allocated for remediation of abandoned solid waste disposal areas.

Numbers within parentheses: () indicate costs or losses.

**ESTIMATED NET EFFECT ON FEDERAL FUNDS**

FUND AFFECTED	FY 2027	FY 2028	FY 2029
<b>Total Estimated Net Effect on <u>All</u> Federal Funds</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

**ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)**

FUND AFFECTED	FY 2027	FY 2028	FY 2029
General Revenue	2 FTE	2 FTE	2 FTE
<b>Total Estimated Net Effect on FTE</b>	<b>2 FTE</b>	<b>2 FTE</b>	<b>2 FTE</b>

- Estimated Net Effect (expenditures or reduced revenues) expected to exceed \$250,000 in any of the three fiscal years after implementation of the act or at full implementation of the act.
- Estimated Net Effect (savings or increased revenues) expected to exceed \$250,000 in any of the three fiscal years after implementation of the act or at full implementation of the act.

**ESTIMATED NET EFFECT ON LOCAL FUNDS**

FUND AFFECTED	FY 2027	FY 2028	FY 2029
<b>Local Government</b>	<b>(\$1,325,166)</b>	<b>(\$1,325,166)</b>	<b>(\$1,325,166)</b>

## FISCAL ANALYSIS

### ASSUMPTION

#### §§260.213, 260.330, and 260.335 – Solid Waste Management

Officials from the **Department of Natural Resources (DNR)** state the following the department estimates there would be a minimum of 2 FTE needed (Environmental Program Analysts) to implement the new provisions related to this proposed legislation. Additional Associate Engineer and Environmental Program Analyst will be needed. The department will not be able to absorb the costs for the additional FTEs:

#### §260.213

No person may knowingly sell, convey or transfer title to any property that contains a permitted or unpermitted solid waste disposal site or demolition landfill, without disclosing [to] the sale, conveyance, or transfer to the department of natural resources. The seller shall inform the buyer with a written notice signed and dated by the seller early in the negotiation process about the existence and location of the disposal or landfill site.

If the seller fails to inform the buyer with the written notice about the existence and location of the disposal or landfill site under this section, the buyer may cancel the sale agreement and the seller shall be required to disburse to the buyer any earnest money paid by the buyer to the seller.

Duties for this section include, tracking and reviewing title transfers of permitted or unpermitted solid waste disposal sites or demolition landfills submitted to or researched by the department. Duties will involve extrapolating information from County Assessors, department files, GIS services, etc.

It is estimated 320 hours per year for an Environmental Program Analyst to perform these duties will be needed. The cost for the Environmental Program Analyst is estimated at an annual cost of \$11,354 (\$35.48 per hour - \$73,788 annually (\$67,080 base pay plus \$6,708 time of service pay), this does not include fringe, indirect, and expense and equipment costs.

The department notes that the current language caps the department funding at 39% and the department does not anticipate being able to fund this FTE using remediation fund monies. Thus, the department anticipates a fiscal impact of 0.15 FTE for an Environmental Program Analyst.

**Oversight** assumes the DNR is provided with core funding to handle a certain amount of activity each year. Oversight assumes the DNR could absorb the cost of the Environmental Program Analyst. If multiple bills pass which require additional staffing and duties at substantial costs, the DNR could request funding through the appropriation process.

§260.330.1

After October 1, 2027, an annual adjustment shall be based on the percentage increase measured by the Consumer Price Index for All Urban Consumers for the United States, or its successor index, as defined and officially recorded by the United States Department of Labor or its successor agency, for the preceding year.

Sanitary Landfills: Current fee is \$2.11 per ton, an increase measured by the Consumer Price Index (CPI) for All Urban Consumers would increase approximately \$0.06 based on last year's CPI. However, the Consumer Price Index is based on inflation and is unknown at this time. An increase to \$2.17 per ton would increase annual revenue approximately **\$270,712**. Based on average Tons between FY22 – FY25 (4,603,949).

Demolition Landfills: Current fee is \$1.40 per ton, an increase measured by the Consumer Price Index for All Urban Consumers would increase the fee to \$0.04. However, the consumer price index is based on inflation and is unknown at this time. An increase to \$1.44 per ton would increase annual revenue approximately **\$3,978**. Based on average Tons between FY22 – FY25 (101,470).

Current:

	Fee Amount	Average Per Ton	Multiplier	Total Revenue
<b>Sanitary Landfills</b>	\$2.11	4,606,949.25	0.98	\$9,520,046.26
<b>Demolition Landfills</b>	\$1.40	101,469.50	0.98	\$139,216.15

Change:

	Fee Amount	Average Per Ton	Multiplier	Total Revenue
<b>Sanitary Landfills</b>	\$2.17	4,603,949.25	0.98	\$9,790,758.48
<b>Demolition Landfills</b>	\$1.44	101,469.50	0.98	\$143,193.76

\*Multiplier per 10 CSR 80 - 2.080 (3) (A) 3. allows Sanitary Landfills, Demolition Landfills, and Transfer stations keep 2% of fee as collection costs.

§260.330.5

After October 1, 2027, an annual adjustment shall be based on the percentage increase measured by the Consumer Price Index for All Urban Consumers for the United States, or its successor index, as defined and officially recorded by the United States Department of Labor or its successor agency, for the preceding year.

Transfer Stations - Current fee is \$2.11 per ton, an increase to 2.17 per ton would increase annual revenue approximately **\$105,555**. Based on average Tons between FY22 – FY25 (1,795,157). Currently there are 30 transfer stations that take some or all of their waste out of the state for disposal. An increase measured by the Consumer Price Index for All Urban Consumers would increase approximately \$0.06 based on last year's CPI. However, the consumer price index is based on inflation and is unknown at this time.

	Fee Amount	Average Per Ton	Multiplier	Total Revenue
<b>Transfer Station (current)</b>	\$2.11	1,795,157.25	0.98	\$3,712,026.16
<b>Transfer Station (change)</b>	\$2.17	1,795,157.25	.098	\$3,817,581.41

**Oversight** does not have any information to the contrary. Therefore, Oversight will reflect the revenue from the increase of fees as more or less than the estimated impact by DNR for Transfer Stations of \$270,712, Demolition Landfills of \$3,978 and Sanitary Landfills of \$105,555 in the fiscal note.

§260.335.1

**DNR** notes that the department shall have the authority to assess, investigate, test, remediate, and manage abandoned solid waste disposal areas. For purposes of this section, "abandoned" means that a legally responsible person for the site cannot be identified, located, or was determined to be financially insolvent by the department.

The minimum number of FTE and corresponding classification includes: (1) Environmental Program Analyst at \$73,788 annually (\$67,080 base pay plus \$6,708 time of service pay), this does not include fringe, indirect, and expense and equipment costs. Duties will include management of abandoned solid waste disposal review for the remediation project (this includes reviewing the complex portion of what is required of the remediation requirements), (this includes reviewing the invoice, verifying the work was completed, and the work falls within the grant budget), and investigation and assessment of abandoned solid waste disposal areas.

For 29 sites, the department will need a minimum of (1) Environmental Program Analyst for the enforcement duties to oversee assessment, investigation, testing, remediation, and management of the 29 abandoned solid waste disposal areas. It is estimated at \$73,788 annually (\$67,080 base pay plus \$6,708 time of service pay), this does not include fringe, indirect, and expense and equipment costs.

The department notes that the current language caps the department funding at 39% and the department does not anticipate being able to fund this FTE using remediation fund monies. Thus, the department anticipates a fiscal impact of (2) Environmental Program Analyst FTE.

If the number of unknown sites increases, then the department would need an additional FTE to complete the enforcement duties of additional investigation and assessment.

The department anticipates needing an Associate Engineer at an estimated 320 hours annually for a total annual cost of \$13,296 annually (\$41.55 per hour - \$86,434 annually (\$78,576 base pay plus \$7,858 time of service pay)) (does not include fringe, indirect, and expense and equipment costs) to conduct the engineering review of the remediation plans of the abandoned solid waste disposal areas grants.

The department notes that the current language caps the department funding at 39% and the department does not anticipate being able to fund this FTE using remediation fund monies. Thus, the department anticipates a fiscal impact of 0.15 FTE for an associate/assistant engineer.

If the department remediates the sites directly, the department will need to hire additional FTE as project managers to oversee the sites along with the additional cost associated with procurement.

**Oversight** assumes the DNR is provided with core funding to handle a certain amount of activity each year. Oversight assumes the DNR could absorb the costs of the Associate Engineer. If multiple bills pass which require additional staffing and duties at substantial costs, the DNR could request funding through the appropriation process.

260.335.2

(2) Fifty-one percent of the revenues, except any annual increases in the charge under section 260.330 during October 1, 2005, to October 1, 2027, which shall be used solely to fund the operating costs of the department, shall be allocated to solid waste management districts.

(3) Ten percent of revenue shall be allocated to the department for the purpose of administering the provisions of subsection 1 of this section relating to the assessment, investigation, testing, remediation, and managing of abandoned solid waste disposal areas;

(4) If there are no more abandoned solid waste disposal areas left in existence in the state in any given year, the percentage of revenue shall increase from fifty-one to sixty-one percent for the purpose of administering the provisions of subdivision (2) of subsection 2 of this section;

Below are assumptions made based on 2022-2024 revenue.

Revenue: 2022-2024 \$42,754,988.94

The breakdown below identifies:

<b>2022-2024</b>	
Average Total Revenue	\$14,251,662.98
EIERA	(\$800,000)
Hold Harmless	(\$200,000)
<b>TOTAL</b>	<b>\$13,251,662.98</b>

Allocations

	Percentage of Above Total	Total Allocated
Grants and Districts	51%	\$6,758,348.12
Department	39%	\$5,168,148.56
Remediation	10%	\$1,325,166.30

The department needs \$6,543,329 for operational cost in FY27, causing a deficit not including the additional FTE for remediation. The department will need GR to fund the new FTE and supplement any deficits.

**DNR Summary of Impact:**

260.213

320 hours per year at an Environmental Program Analyst to perform these duties will be needed. The cost for the Environmental Program Analyst is estimated at an annual cost of \$11,354 (\$35.48 per hour - \$73,788 annually (\$67,080 base pay plus \$6,708 time of service pay)), this does not include fringe, indirect, and expense and equipment costs.

260.335.1

The minimum number of FTE and corresponding classification include:

(1) Environmental Program Analyst to manage remediation grants, invoicing, investigation and assessment. It is estimated at \$73,788\* annually (\$67,080 base pay plus \$6,708 time of service pay), this does not include fringe, indirect, and expense and equipment costs.

(1) Environmental Program Analyst to manage enforcement assessment, investigation, testing, remediation, and management of the 29 abandoned solid waste disposal areas. It is estimated at \$73,788\* annually (\$67,080 base pay plus \$6,708 time of service pay), this does not include fringe, indirect, and expense and equipment costs.

Associate Engineer at an estimated 320 hours annually for a total annual cost of \$13,296 annually (\$41.55 per hour - \$86,434 annually (\$78,576 base pay plus \$7,858 time of service pay)) (does not include fringe, indirect, ad expense and equipment costs) to conduct the engineering review of the remediation plans of the abandoned solid waste disposal areas grants.

Revenue Increase (\$380,245 Annually – see below for breakdown)

Approximately \$270,712 in Sanitary Landfill Fees Annually

Approximately \$3,978 in Demolition Landfill Fees Annually

Approximately \$105,555 in Transfer Station Fees Annually

**Oversight** will show the cost for the Environmental Program Analysts as requested by the Department of Natural Resources to General Revenue. However, if multiple bills pass which require additional staffing and duties at substantial costs, the DNR can request funding through the appropriation process.

**Oversight** notes that §260.335.2(2) decreases the percentage of revenue to be allocated to solid waste management districts from sixty-one to fifty-one percent. Oversight further notes that §260.335.2(4) states that if there are no more abandoned solid waste disposal areas left in existence in the state in any given year, the percentage of revenue shall increase from fifty-one to sixty-one percent for the purpose of administering the provisions of subdivision (2) of subsection 2 of this section. Therefore, for fiscal note purposes, Oversight will show a more or less than \$1,325,166 revenue loss to the Solid Waste Management Districts.

Officials from the **District K Ozark Rivers Solid Waste Management District** state that This bill will reduce funding for solid waste management districts (SWMD) & the programs & services they provide. District K will lose an estimated \$28,500 of annual tipping fee allocation each year, statewide districts will lose \$850,000, which is used for planning & implementation of projects dedicated to reducing the amount of trash being landfilled. These include special collections for tires, appliances & electronics; satellite collection centers for household hazardous waste; volunteer-based illegal dump cleanup & monitoring; helping counties recycle illegally dumped tires collected on county roads; education & awareness programs for the public & school children; & technical assistance for reducing waste for local governments, schools, sheltered workshops, caring centers & businesses.

The funds will reduce the local grant program that has supported programs developed & implemented by these same entities. District K has used state funds to leverage federal dollars with grants from EPA & USDA to further district goals. The SWMDs enable local tax dollars generated through the tipping fee to be returned to the region & used for local programs. Every district is different & each knows best what its needs are & how best to address those needs. If funding is diverted to the DNR - small local programs that have a big impact at the local level will be reduced or possibly eliminated.

Officials from **District M Region M Solid Waste Management District** state that based on projections using the previous fiscal year, Region M would experience a reduction of more than 10% in annual operating revenue, equating to approximately \$68,451.61 annual. This level of funding loss would significantly affect our ability to maintain current service levels across the district.

Region M serves a largely rural population in southwest Missouri, where access to waste disposal and recycling services is already limited. A reduction of this magnitude would require us to scale back essential programs, particularly community collection events that provide residents with opportunities to properly dispose of items such as household hazardous waste, electronics, and bulky materials.

Limiting these events would have both fiscal and environmental consequences. Rural residents may face increased costs and logistical barriers to proper disposal, potentially leading to higher incidences of illegal dumping and environmental contamination. Additionally, reduced collection capacity could undermine ongoing efforts to promote responsible waste management and resource conservation across the region.

#### Responses regarding the proposed legislation as a whole

Officials from the **Office of the State Treasurer** each assume the proposal will have no fiscal impact on their respective organizations. **Oversight** does not have any information to the contrary. Therefore, Oversight will reflect a zero impact in the fiscal note for these agencies.

In response to a previous version, officials from the **Office of the State Courts Administrator** assumed that the proposal would have no fiscal impact on their organization. **Oversight** does not have any information to the contrary. Therefore, Oversight will reflect a zero impact in the fiscal note for this agency.

**Oversight** only reflects the responses that we have received from state agencies and political subdivisions; however, other local entities were requested to respond to this proposed legislation but did not. Upon the receipt of additional responses, Oversight will review to determine if an updated fiscal note should be prepared and seek the necessary approval to publish a new fiscal note. A general listing of political subdivisions included in our database is available upon request

### Rule Promulgation

Officials from the **Joint Committee on Administrative Rules** assume this proposal is not anticipated to cause a fiscal impact beyond its current appropriation.

In response to a previous version, officials from the **Office of the Secretary of State (SOS)** note many bills considered by the General Assembly include provisions allowing or requiring agencies to submit rules and regulations to implement the act. The SOS is provided with core funding to handle a certain amount of normal activity resulting from each year's legislative session. The fiscal impact for this fiscal note to the SOS for Administrative Rules is less than \$5,000. The SOS recognizes that this is a small amount and does not expect that additional funding would be required to meet these costs. However, the SOS also recognizes that many such bills may be passed by the General Assembly in a given year and that collectively the costs may be in excess of what the office can sustain with its core budget. Therefore, the SOS reserves the right to request funding for the cost of supporting administrative rules requirements should the need arise based on a review of the finally approved bills signed by the governor.

<u>FISCAL IMPACT – State Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029
<b>GENERAL REVENUE</b>			
<u>Cost – DNR (§260.335) p.5-6</u>			
Personal Service	(\$143,008)	(\$175,041)	(\$178,542)
Fringe Benefits	(\$86,119)	(\$105,410)	(\$107,518)
Equipment and Expense	(\$37,627)	(\$10,590)	(\$10,802)
<b>Total Costs - DNR</b>	<b>(\$266,754)</b>	<b>(\$291,041)</b>	<b>(\$296,862)</b>
FTE Change - DNR	2 FTE	2 FTE	2 FTE
<b>ESTIMATED NET EFFECT ON GENERAL REVENUE</b>	<b><u>(\$266,754)</u></b>	<b><u>(\$291,041)</u></b>	<b><u>(\$296,862)</u></b>
Estimated Net FTE Change to General Revenue	2 FTE	2 FTE	2 FTE
<b>SOLID WASTE MANAGEMENT FUND (1570)</b>			
<u>Revenue Gain – DNR (§260.330)</u> Transfer station fee increase p.4-5	\$105,555	\$105,555	\$105,555
<u>Revenue Gain – DNR (§260.330)</u> Demolition landfill fee increase p.4-5	\$3,978	\$3,978	\$3,978
<u>Revenue Gain – DNR (§260.330)</u> Sanitary landfill fee increase p.4-5	\$270,712	\$270,712	\$270,712
<u>Revenue Gain – (§260.335.2) - 10% increase in funds allocated for remediation p.7-8</u>	<u>\$1,325,166</u>	<u>\$1,325,166</u>	<u>\$1,325,166</u>
<b>NET EFFECT ON THE SOLID WASTE MANAGEMENT FUND</b>	<b><u>\$1,705,411</u></b>	<b><u>\$1,705,411</u></b>	<b><u>\$1,705,411</u></b>

<u>FISCAL IMPACT – Local Government</u>	FY 2027 (10 Mo.)	FY 2028	FY 2029
<b>LOCAL POLITICAL SUBDIVISIONS</b>			
<u>Revenue Loss</u> – (\$260.335.2) 10% decrease in funds allocated to the Solid Waste Management Districts p.7-8	<u>(\$1,325,166)</u>	<u>(\$1,325,166)</u>	<u>(\$1,325,166)</u>
<b>ESTIMATED NET EFFECT ON LOCAL POLITICAL SUBDIVISIONS</b>	<b><u>(\$1,325,166)</u></b>	<b><u>(\$1,325,166)</u></b>	<b><u>(\$1,325,166)</u></b>

FISCAL IMPACT – Small Business

There could be an fiscal impact due to an increase in cost on small businesses such as sanitary landfills, demolition landfills, and transfer stations as a result of this proposal.

FISCAL DESCRIPTION

Under the act, no person may transfer title to any property containing a solid waste disposal site or demolition landfill without disclosing the sale, conveyance, or transfer to the Department of Natural Resources. The seller shall inform the buyer with a written notice signed and dated by the seller about the existence and location of the disposal or landfill site. If the seller fails to send the written notice to the buyer, the buyer may cancel the sale and the seller shall return to the buyer any earnest money paid by the buyer to the seller.

After October 1, 2027, an annual adjustment of fees collected for solid waste accepted shall be based on the percentage increase measured by the Consumer Price Index for All Urban Consumers for the preceding year.

The Department shall have the authority to assess, investigate, test, remediate, and manage abandoned solid waste disposal areas.


51%, instead of 61% as currently provided, of revenue shall be used to fund the operating costs of the Department.

10% of revenue shall be allocated to the Department for remediation of abandoned solid waste disposal areas. If there are no more abandoned solid waste disposal areas left in the state in any given year, the percentage of revenue used to fund the operating costs of the Department shall increase to 61%.

This legislation is not federally mandated, would not duplicate any other program and would not require additional capital improvements or rental space.

SOURCES OF INFORMATION

Department of Natural Resources  
Office of the State Courts Administrator  
Office of the Secretary of State  
Office of the State Treasurer  
Joint Committee on Administrative Rules  
District K Ozark Rivers Solid Waste Management District  
District M Region M Solid Waste Management District



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